

Chapter 10 **Commercial and Economic Development**

Williamsburg continues to rely on tourism and its related businesses as a primary source of both employment and revenue – there are 64 hotels/motels, 83 restaurants, 24 bed and breakfasts, and one time share development in the City. Due in part to this tourism connection, the City has been able to generate over \$29,000 in per capita retail sales in a single year, far more than any other locality in Virginia. However, during the past decade, commercial development and retail growth in the neighboring counties have outpaced that in Williamsburg. The 1998 Comprehensive Plan discussed this same issue, and noted that

In spite of this trend, Williamsburg clearly remains a major player in the regional retail marketplace. However, great care should be taken by the City to recognize and stay on top of the ever-changing dynamics of the market and to respond to them in an appropriate manner (i.e. find and fill market niche opportunities). The City must commit itself to doing this in order to maintain its status as the economic hub of the region and a trendsetter among successful tourism-supported communities in the country.

This concern resulted in the creation of the Economic Development land use category, and the identification of redevelopment areas throughout the City in the 1998 Comprehensive Plan. The latter was deemed to be important because of the limited amount of land available for commercial and economic development uses, both as new development and redevelopment – there were 14 redevelopment areas identified on Richmond Road and Capitol Landing Road. Two of the redevelopment areas on Richmond Road are now the sites for the Hilton Gardens, Springhill Suites, Residence Inn, Red Hot and Blue, Applebee's and Chili's, and the majority of another area will be part of High Street Williamsburg. Two redevelopment areas on Capitol Landing Road are now the sites for the Hampton Inn and Alexander Commons (offices). As stated in the 1998 Plan, and recognized in the earlier Comprehensive Plans, it is essential for the continued economic health of the City that quality development and redevelopment be encouraged, particularly with the limited amount of land available in the City for commercial development and redevelopment.

COMMERCIAL AND ECONOMIC DEVELOPMENT TRENDS

There have been numerous major commercial projects in the City over the past 25 years:

- 1979 Safeway (now Staples), Richmond Road and Monticello Avenue
- 1981 Williamsburg Shopping Center expansion, Monticello Avenue
- 1986/7 Patriot Plaza area, Richmond Road
- 1995 Food Lion expansion, Williamsburg Shopping Center
- 1999 CVS/Citizens & Farmers Bank, Jamestown Road and Route 199
- 2001 College Corner Building
- 2003 Williamsburg Chrysler-Jeep-Kia, Richmond Road
- 2003 Penske Vehicle Maintenance Facility, Route 60 east
- 2005 Yankee Candle, Richmond Road

Although these projects have been large developments within the context of the City's commercial areas, they are small relative to the recent major commercial developments in James City and York Counties, such as:

- Monticello Marketplace commercial area, Monticello Avenue and Route 199
- Prime Outlets, Richmond Road
- New Town, Monticello Avenue and Ironbound Road
- Sentara Hospital complex, Mooretown Road
- Wal-Mart/Lowes area, Rochambeau Drive and Mooretown Road

During the preparation of the 2005 Comprehensive Plan, High Street Williamsburg and Quarterpath at Williamsburg were approved. These major mixed-use developments, both with major commercial components, are of similar scale to the large county developments mentioned above, and will help to solidify Williamsburg's niche in the regional marketplace.

In addition to commercial projects, the City's stock of hotels and restaurants is an important component of the tourist segment of the City's economy. Looking at past development shows that there was a gain of 1,631 hotel rooms between 1975 and 1987 (1,677 new rooms were built and 46 rooms were demolished). Hotel construction ceased from 1988 to 1995. Between 1996 and 2005, the City's room supply was modernized and upgraded, with a gain of 375 hotel rooms (1,086 new rooms were built and 711 rooms were demolished or converted). The construction of new restaurants has been steady over the past 28 years, with an average of one new restaurant each year. The City now has 83 restaurants, and the new restaurant buildings added over the past 25 years make up 37% of the total. There has been a net gain of 12 restaurants between 1995 and 2005.

COMMERCIAL AND ECONOMIC DEVELOPMENT PLAN

The 2006 Comprehensive Plan envisions a diverse Commercial and Economic Development Plan, as summarized below:

1. Maintain the Merchants Square area as the City's premier high quality commercial area. Merchants Square is strategically located between the Colonial Williamsburg Historic Area and the College of William and Mary, has high quality and historically important architecture, and is served by ample off-street parking and both Williamsburg Area Transport and Colonial Williamsburg bus systems.
2. Encourage businesses to locate adjacent to the College of William and Mary. These businesses will serve the needs of the 7,500 students at the College, as well those of residents and visitors. These businesses should be located adjacent to the College, primarily on Richmond Road and Prince George Street between Armistead Avenue and Scotland Street. Secondary areas are Richmond Road between Brooks Street and Williamsburg Shopping Center, and Monticello Avenue across from the proposed School of Education (present Williamsburg Community Hospital).
3. Promote Richmond Road between Brooks Street and the Williamsburg Shopping Center as a unified Mixed-Use Area. New regulations should be developed to treat both sides of this important corridor uniformly, with low intensity uses such as offices and banks allowed by right, and higher intensity uses like retail and restaurants requiring a special use permit. The location of this area near the College and the Center City should support specialty shopping and office uses. This is an important transition area between automobile-oriented commercial to the west and bed and breakfast and residential uses to the east. Single family detached dwellings should be encouraged as an integral part of the mixed use character of the area.
4. Encourage the "Shopping Centers Area" to serve as the centerpiece of the City's urban commercial corridor. Williamsburg and Monticello Shopping Centers will continue to serve local shopping needs, and are also located conveniently to the College. The adjacent Richmond Road corridor between Monticello Avenue and Ironbound Road will connect the shopping centers with the High Street Williamsburg mixed-used area. Multifamily housing can be an important component of this area, particularly at the eastern end.
5. Promote the City's entrance corridors as the primary location for tourist-oriented businesses. The primary tourist-oriented areas are Richmond Road west of Ironbound Road, York Street, Second Street and Capitol Landing Road. These areas, along with the

Colonial Williamsburg Foundation hotels around the Historic Area, provide locations for the majority of the City's lodging and restaurant businesses. Both new development and redevelopment should be encouraged in these areas, building on the substantial reinvestments made since the 1998 Comprehensive Plan. The Second Street corridor also serves as a primary location for automobile-oriented business.

6. Support development of High Street Williamsburg and Quarterpath at Williamsburg as the City's primary mixed-use developments. High Street Williamsburg will be a high quality shopping and entertainment area, anchored by a multiplex cinema, and Quarterpath at Williamsburg will be a diverse area with a important medical uses (Doctors' Hospital of Williamsburg), local commercial, and an area for a major "destination retail" development. Both of these areas are master planned to integrate residential areas with the planned commercial and medical uses.
7. Provide opportunities for additional mixed-use development on Penniman Road and Ironbound Road. The area between Penniman Road and the CSX Railroad is strategically located adjacent to Corridor Commercial areas and within walking distance of Colonial Williamsburg and the Center City area. Ironbound Road at Eastern State corner is adjacent to small-scale mixed-use development in James City County and across the street from Eastern State Hospital.
8. Maintain appropriately located areas for office use throughout the City. These areas provide needed transition uses between major commercial areas and residential areas. Primary office areas are located along the John Tyler Lane/Strawberry Plains Road corridor, south of Merchants Square along South Henry Street, and along Capitol Landing Road. Office uses can also be a part of mixed-use areas.
9. Encourage owner-occupied housing throughout the City. Owner-occupied housing contributes to the City's economic vitality and well-being, and the City should provide incentives to encourage the development and maintenance of owner-occupied housing throughout the City. This is addressed in more detail in Chapter 8 – Neighborhoods and Housing.

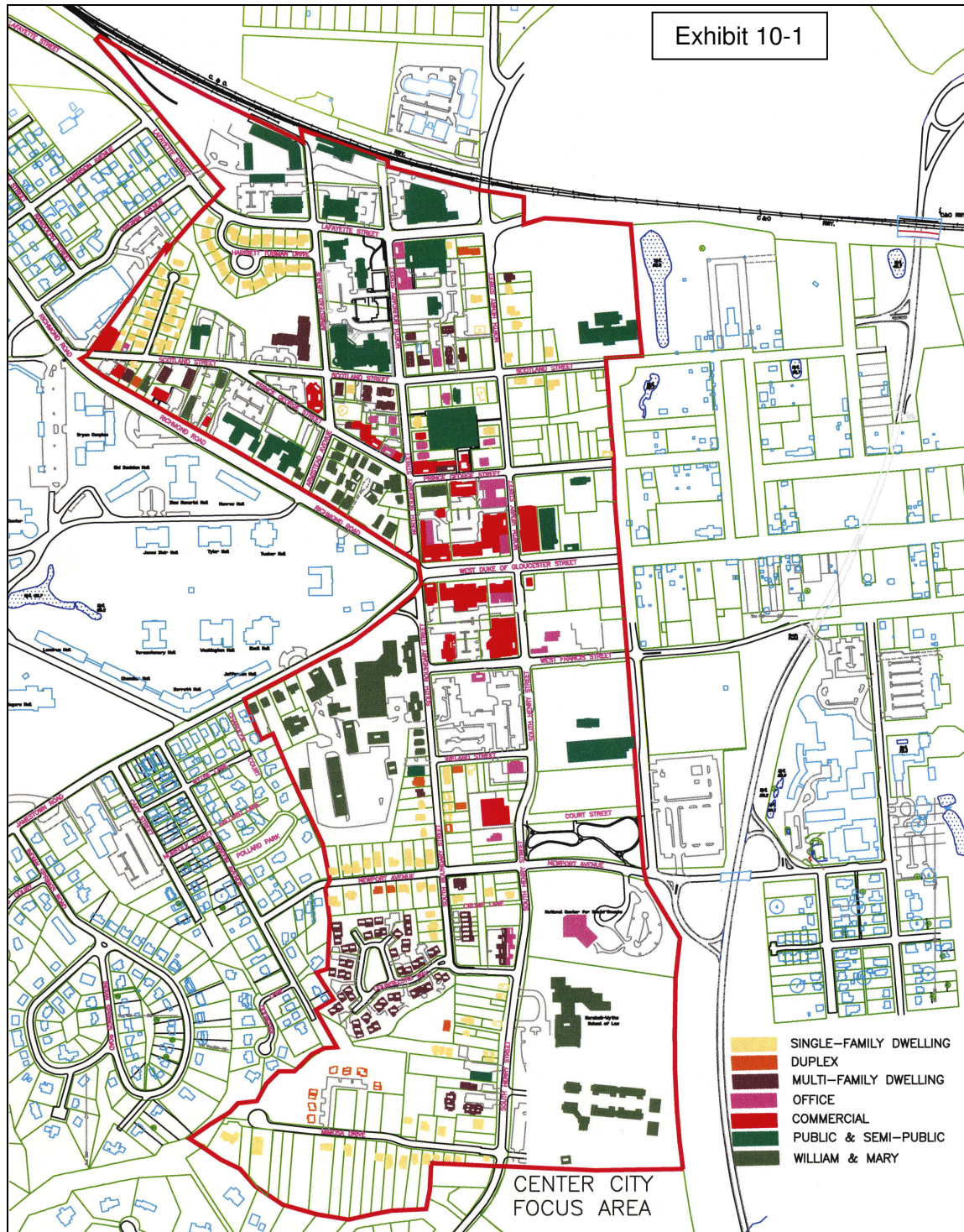
CENTER CITY FOCUS AREA

This area has the Merchants Square commercial area as its center, and extends north to the CSX Railroad, south to Mimosa Drive, west along Richmond Road to Scotland Street, and west along Jamestown Road to include the properties owned by the College of William & Mary. The Center City includes three historic areas that are located in the Architectural Preservation District (see *Chapter 6, Community Character*).

Merchants Square was developed by the Colonial Williamsburg Foundation in the 1930s as a shopping center to relocate local businesses and services from the Historic Area. It was one of the first planned shopping centers in the United States and still serves as an active retail and office center. As Merchants Square evolved into a tourist district, these local businesses and services were relocated beginning in the 1950s to the Williamsburg Shopping Center and the Municipal Center. Duke of Gloucester Street was closed to vehicular traffic in the 1970s and Merchants Square became more pedestrian oriented. Expansion took place in the early 1990s with the conversion of the old Post Office at the corner of Francis and Henry Streets to shops and a restaurant, and again in 2004 with the construction of the Corner Building at the corner of Duke of Gloucester and North Boundary Streets and the City's Prince George Parking Garage.

Peacock Hill is a residential area that developed north of Merchants Square with the advent of the railroad in the 1880s. The land between Scotland Street and the railroad was subdivided from the Wheatland Farm by R.S. Henley in 1894 and was known as the Northington tract. Henley and

later Francis O’Keefe, the father of artist Georgia O’Keefe, further subdivided the Northington tract throughout the late 1890s and early 1900s. The area south of Scotland Street was developed in the early 1900s. Fashionable Vernacular Victorian and Queen Anne style houses were built in this area, with more modest houses constructed in the Buttermilk Hill area around the corner of Prince George Street and Nassau Street. From this turn of the century era, only 14 houses still stand.



Braxton Court on Scotland Street is an early twentieth century neighborhood developed and established by African-Americans. Robert H. Braxton platted the subdivision in 1928 and sold lots throughout the 1930s to local African-Americans. Many of the houses were built by him using local African-American carpenters and apprentices from the Hampton Institute (now Hampton University), and the architecture of the neighborhood reflects the variations on Colonial Revival and other early-twentieth century suburban vernacular designs found throughout the City. Braxton's house is located at the top of the cul-de-sac at 128 Braxton Court.

In addition to these three areas of historic significance, there are several distinct non-residential areas: the Municipal Center located around City Square on North Boundary Street, the Delly area adjacent to the College at the intersection of Richmond Road and Scotland Street, the portions of the College campus north and south of College Corner, the Wallace Museum on Francis Street, and the Center for State Courts/Law School area on South Henry Street. Other residential neighborhoods included in the Center City area include Crispus Attucks, Kinnamon Townhouses, Counselor's Close, and residential areas on South Boundary Street, South Henry Street, Newport Avenue and Mimosa Drive.

The Center City Focus Area is an authentic mixed-use area combining retail, office, museum, residential and educational uses. This area has evolved since the City's establishment in 1699, and has the authenticity and character that neo-traditional plans try to emulate but cannot duplicate. The irreplaceable charm of this area is a combination of 300 years of history, the quality and scale of the building (both historic and modern), and the quality of the streetscape. This area brings together all of the major character defining features of the City: Colonial Williamsburg, the College, the Municipal Center, and diverse residential neighborhoods. The challenge for the City, and for this Plan, is to allow new development and redevelopment in the Center City area while preserving its historic character. The most important part of this character is maintaining a proper mix between commercial and residential uses.

The non-residential uses located throughout the Center City Focus Area include: 20 office or bank buildings, 26 commercial buildings, 25 public/semi-public buildings (government, church, school, or museum), and 53 College of William & Mary buildings. And although not in this Focus Area, the historic campus of the College is directly to the west (Wren Building, President's House and Brafferton), and the Colonial Williamsburg Historic Area adjoins to the east.

The Center City has several areas with distinct (and different) characteristics:

- The Merchants Square and Prince George Street area - generally bounded by Prince George Street, Henry Street, Francis Street and Boundary Street – includes retail shops, the College bookstore, restaurants and offices. The Merchants Square area was named to the National Register of Historic Places in June 2006. Most of this area is owned by the Colonial Williamsburg Foundation, and is primarily oriented toward visitors. Parking is provided by internally located parking lots and the Prince George Parking Garage (which opened in 2004 on land recommended by the 1953 Comprehensive Plan for public parking).
- The Municipal Center is located north of Scotland Street in the area roughly bounded by Armistead Avenue, North Henry Street, and the CSX Railroad. It is organized around City Square, and includes numerous public uses: Williamsburg Library, Stryker Building, Community Building, City Square Parking Terrace, Police Station, Fire Station, Municipal Building, Transportation Center, and Post Office.
- The Commercial area located on Richmond Road, Prince George Street and Scotland Street between Armistead Avenue and Delly Corner (Richmond Road and Scotland Street intersection). This area, as demonstrated by the existing Dellys and the recently constructed Wawa convenience store, has the ability to serve the major concentration of college students located across Richmond Road on the main campus of William & Mary and in nearby residential areas, as well as residents and visitors.

- There are a number of key parcels near the intersections of Richmond Road/Scotland Street and Prince George Street/Armistead Avenue that could be adaptively reused or redeveloped to better serve the commercial needs of the immediate area. Because of the historic character of this area, great care needs to be taken in the design of new commercial buildings and the reuse of existing buildings. As stated in the Architectural Review Board's Design Review Guidelines, the proper balance must be maintained between preserving buildings that make important contributions to the history and character of the City and surrounding neighborhood, and allowing for new development.
- The need for additional student-oriented commercial uses was identified by a survey prepared by students in the Sharpe Community Partnership Program in May 2004. The survey identified a lack of student-oriented activities around the campus, and concluded that "if more businesses were added – such as a coffee house or movie theater – not only would more students choose to patronize this business and not go to off-campus parties, but it would also bring in additional tax revenue to the city."
- The Mixed-Use area is centered on Scotland Street between North Boundary Street and North Henry Street, and is in the process of being redeveloped since City Square was completed in 1999. Buildings adaptively reused include College offices, a Montessori School, and a proposed Health Evaluation Center on North Henry Street. This area provides a transition between the Merchants Square commercial uses and the residential uses on the east side of North Henry Street, and is served by the major infrastructure improvements that the City completed in the City Square and Prince George Street areas, including the City Square Parking Terrace and the Prince George Parking Garage.
- The Office area is located on South Henry Street south of Ireland Street, and is bracketed by the Wallace Museum and the Marshall-Wythe School of Law. Major uses include the Digges Building, the National Center for State Courts and the Verizon switching center. As with the Mixed Use area to the north of Merchants Square, this is a transitional area between commercial uses and the residential uses beginning south of South Boundary Street.

The Center City's residential component is spread throughout the area, and is predominantly multifamily and renter occupied. In 2005, the Focus Area had a total of 346 dwelling units, and 67% were renter-occupied: 112 single family dwellings (including one Bed & Breakfast), 32 duplex dwelling units in 16 buildings, and 202 multifamily dwelling units in 95 buildings. There are 115 owner-occupied dwelling units (33%) and 231 renter-occupied dwelling units (67%), compared to the City totals of 44.3% owner-occupied and 55.7% renter-occupied. The breakdowns by neighborhood are:

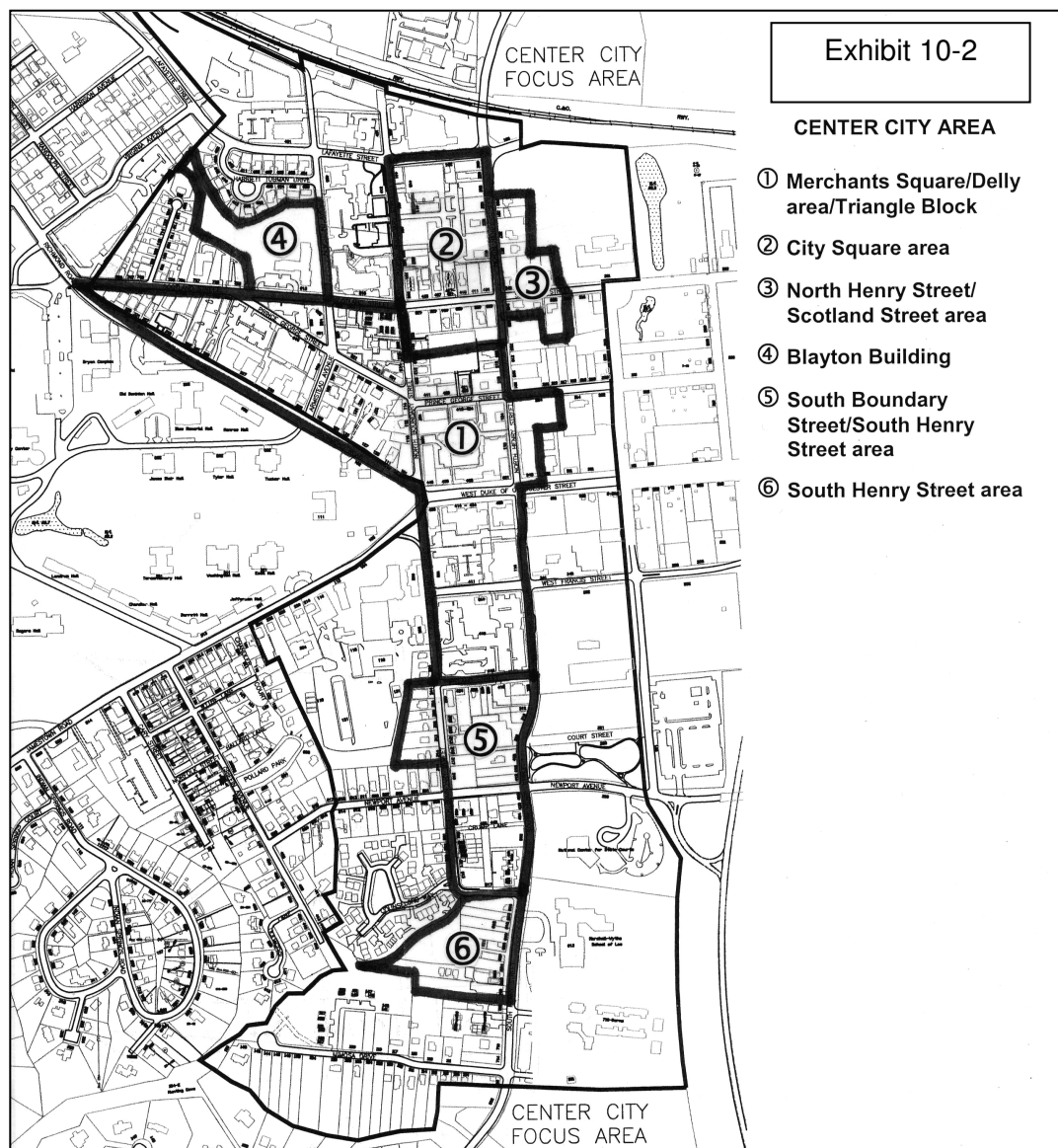
- Crispus Attucks: 79% owner-occupied; 21% renter occupied.
- Newport Avenue area (portion Newport, S. Boundary, Crump, Counselor's Close): 61% owner-occupied; 39% renter-occupied.
- South Henry Street area (S. Henry, Mimosa): 26% owner-occupied; 74% renter-occupied.
- Merchants Square area (Prince George, Henry): 25% owner-occupied; 75% renter-occupied.
- City Square area (Scotland, N. Henry, N. Boundary): 23% owner-occupied; 77% renter-occupied.
- Braxton Court area: 14% owner-occupied; 86% renter-occupied.

The Center City Focus Area's residential component is an important part of the City's character, and a major determining factor is the density that is allowed for new development and redevelopment. The densities that are now allowed in the Center City area range from 8 to 14 dwelling units/net net acre. A higher residential density is appropriate, and will help to make downtown Williamsburg a more vibrant and viable area for both living and shopping. The 22 unit/acre limit that was used prior to 1991, and which goes all the way back to the City's original 1953 Comprehensive Plan, is an appropriate density to consider today if applied to the net acreage. It should be considered as a "by right" allocation in the

Downtown Business and Mixed Use land use categories (implemented by the B-1 Downtown Business and LB-1 Limited Business Downtown zoning districts), and a special use permit allocation in the areas now designated for Office and Medium Density Single Family Attached residential (now implemented by the RDT Downtown Residential and LB-3 Limited Business Neighborhood districts). There should be a maximum of 10 units allowed on an individual lot, except for elderly housing, which will allow a reasonable number of units on second and third floors while discouraging large apartment complexes.

Recommendations

1. Residential Density. The maximum residential density for the entire Center City area should be increased to 22 dwelling units/net acre, either by right or with a special use permit, to provide a potential for up to 231 new dwelling units, which translates into a practical yield of about 150 dwelling units. The 346 existing dwelling units in the Center City area would then increase over time to about 500 dwelling units.



2. Merchants Square/Delly Area/Triangle Block (Area 1).
 - The existing Downtown Commercial land use designation should be continued, with residential density increased from the existing 14 dwelling units/net acre to 22 dwelling units/net acre.
 - The existing Mixed Use designations for the Williamsburg Presbyterian and Williamsburg Baptist Churches, and the area bounded by Armistead Avenue/Scotland Street/North Boundary Street, should be changed to Downtown Commercial land use, and the zoning designation should be changed from RDT Downtown Residential and LB-1 Limited Business Downtown to B-1 Downtown Business District.
 - The Downtown Parking District should be extended west from North Boundary Street to the Delly corner at Scotland Street and Richmond Road to allow the development of new businesses without requiring additional off-street parking.
3. City Square Area (Area 2). The existing Mixed Use land use should be continued, with residential density increased from the existing 8 dwelling units/net acre to a base density of 8 dwelling units/net acre, with the ability to increase to 22 dwelling units/net acre with a special use permit, and with a maximum of 10 units allowed on an individual lot.
4. North Henry Street (east side) and Scotland Street (Area 3). The existing Medium Density Multifamily land use (8 dwelling units/net acre) should be changed to Medium Density Single Family land use (5 dwelling units/net acre). This area is separate and distinct from the adjoining City Square area, and contains eight single family detached dwellings and two vacant lots. This would be implemented by a new RS-3 Single Family Dwelling District (or lacking this new district, the existing RS-2 Single Family Dwelling District).
5. Blayton Building Area (Area 4). The existing High Density Multifamily Residential land use (14 dwelling units/net acre) should be changed to Downtown Commercial land use, with a residential density of 22 dwelling units/net acre. This will allow for the option of constructing additional elderly housing on this close-in lot, either separately or in conjunction with other uses. There are now 38 dwelling units on the 3.8 net acre site, and the Downtown Commercial designation allows 80 dwelling units, which could provide an additional 42 units of low and moderate income elderly housing.
6. South Boundary Street/South Henry Street area north and south of Newport Avenue (Area 5). The existing Low Density Single Family Residential land use (3 dwelling units/net acre), and Medium Density Multifamily land use (8 dwelling units/net acre) along South Boundary Street should be changed to the new Downtown Residential land use (base density of 8 dwelling units/net acre, with the ability to increase to a maximum of 22 dwelling units/net acre with a special use permit). The existing Office land use along South Henry Street and Newport Avenue should continue, but with the residential density increased from 8 dwelling units/net acre to a base density of 8 dwelling units/net acre with the ability to increase to a maximum of 22 dwelling units/net acre with a special use permit
7. South Henry Street - west side from Boundary to Mimosa (Area 6). The existing Medium Density Multifamily land use (8 dwelling units/net acre) should be changed to the new Downtown Residential land use (with 8 units/net acre as the base density and an ability to increase to 22 units/net acre with a special use permit).
8. Bed & Breakfast uses should be granted additional flexibility so that they continue as a viable use in this neighborhood, but this should be tempered with limitations that ensure that the residential character of the area is not compromised. To this end, the quotas

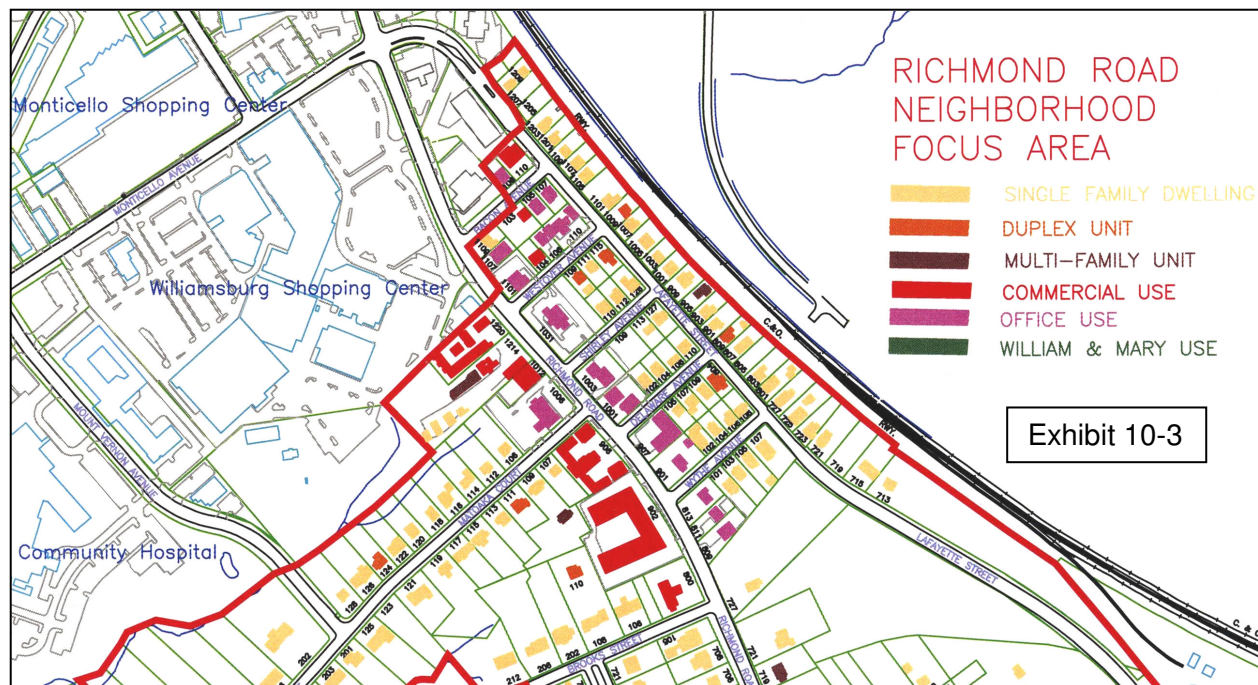
should be adjusted as needed, and the Zoning Ordinance should be amended to allow for the potential to increase the number of rooms rented, based on criteria to ensure compatibility with the neighborhoods.

RICHMOND ROAD FOCUS AREA (WEST OF BROOKS STREET)

The entire Focus Area extends along Richmond Road from Scotland Street to the Williamsburg Shopping Center, but this section will discuss only the section along Richmond Road west of Brooks Street, which is the primary commercial section for the Focus Area.

The non-residential component of the Richmond Road Focus Area west of Brooks Street is predominantly office use, with 18 office/bank buildings, seven commercial buildings, and two motels. Although not in the Focus Area, the main campus of the College is behind and beside College Terrace and Matoaka Court, and it is characterized parking lots, playing fields and dormitories.

The adjoining residential component of the Richmond Road Focus Area is a predominantly single family residential with a strong concentration of rental dwellings (except in the College Terrace area). In 2005, the Richmond Road Focus Area has a total of 219 dwelling units: 168 single family dwellings (including 10 Bed and Breakfasts), 24 duplex dwelling units in 12 buildings, and 27 multifamily dwelling units in six buildings. Additional discussion of the residential component is contained in *Chapter 8, Neighborhoods and Housing*.



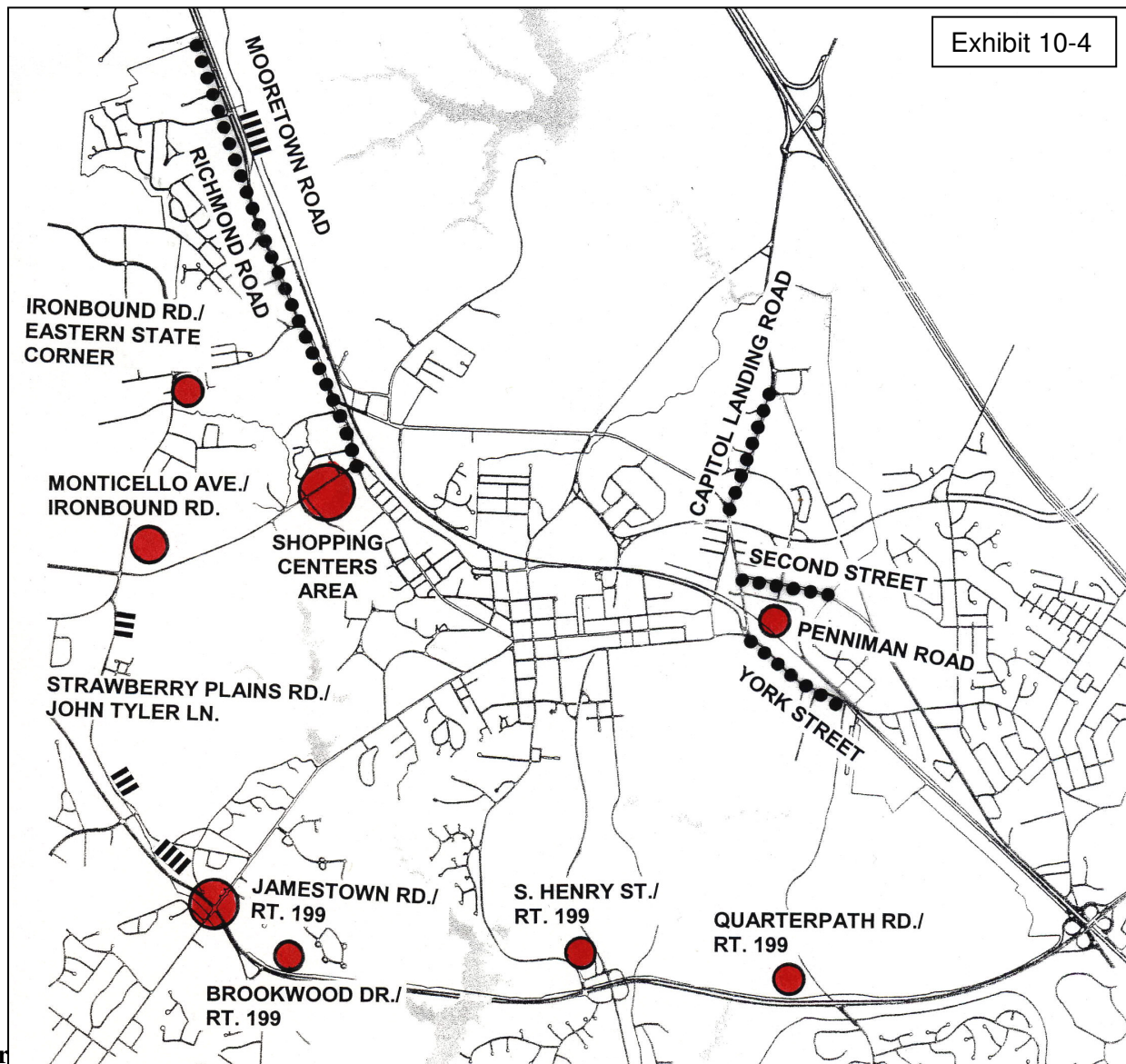
Recommendations

Richmond Road is now designated Mixed Use land use on south side of Richmond Road from Brooks Street to the Williamsburg Shopping Center, and Office land use on north side from Brooks Street to Westover Avenue. To encourage the continuation of this area as a viable commercial area, a unified Mixed Use land use area should be designated on both sides of Richmond Road from Brooks Street to Matoaka Court on the south side, and from Brooks Street to Bacon Avenue on the north side (including lots on the east side of Bacon Avenue and the west side of Westover Avenue). The Mixed Use land use would be implemented by a LB-2 Limited Business Neighborhood zoning district, which would be more limited than the existing B-3 General Business zoning on the south side and more flexible than the existing LBR Limited Business Residential zoning on the north side. Single family detached dwellings should be encouraged as an integral part of the mixed use character of the area.

The new LB-2 zoning designation is similar in intent to the LB-1 Limited Business Downtown District in the City Square/Merchants Square area, and is designed so that the more intensive uses require a special use permit. Uses such as single family and duplex dwellings, banks, bake shops, hotels/motels/timeshares with 10 or less rooms, museums/art galleries and offices would be allowed by right, and uses such as restaurants, retail stores, hotels/motels/timeshares with more than 10 rooms, and multifamily dwellings (condominiums could be required, and senior housing could be a possibility) would be allowed with a special use permit.

The current B-3 District allows condominiums at 14 units/net acre, provided that they occupy no more than 50% of an individual building. The current LBR District allows 8 dwelling units/net acre, with single family and duplex dwellings allowed by right, and multifamily dwellings and townhouses allowed with a special use permit. Residential density for the LB-2 District is proposed with a base density of 8 units/net acre allowed by right, with an ability to increase to 14 units/net acre with a special use permit. This allows for a potential of 35 new dwelling units at a density of 14 units/net acre. To provide increased housing opportunities for senior citizens, multifamily dwellings used as housing for persons 55 years of age or older, as regulated by Sec. 36-96.7 of the Code of Virginia, should be allowed with a special use permit at a density of 14 dwelling units/net acre.

OTHER COMMERCIAL AREAS



Residential Uses in Corridor Commercial and General Commercial Areas.

While residential uses can be an important part of commercial areas, steps should be taken to ensure that land in the Corridor Commercial and General Commercial land use areas remains available for commercial development and redevelopment. This is particularly important since housing demands in today's strong residential real estate market place pressure on the use of commercial land for residential purposes. Commercial property provides a more diversified tax base than residential property, and this is important to the long term fiscal health of the City. To this end, the existing B-2 and B-3 Districts allow condominiums, provided that no more than 50% of an individual building's floor area can be used for residential purposes (typically one floor of commercial uses with one floor of residential above). Since there have been no residential developments using this zoning provision, additional flexibility is warranted to encourage well planned mixed-use projects with residential use as an important component (for example, the Economic Development districts allow housing provided that no more than 40% of the district is devoted exclusively to residential use). However, the B-2 and B-3 zoning regulations should not be changed allow an entire commercial parcel to be used for residential use.

Recommendation. To allow more flexibility and to encourage well-planned mixed-use projects, apartments and condominiums should be allowed in the B-2 and B-3 Districts, but with a special use permit to allow the review of projects on a case by case basis. The residential threshold should be raised to 67% of the total floor area on an individual lot, which would allow either one floor of commercial use with two floors of residential use above, or commercial use on the front of the property with residential use on the rear. This will make it more financially feasible to develop a residential component while requiring that a portion of the lot be reserved for commercial use.

Shopping Centers Area (Richmond Road and Monticello Avenue)

Two large community shopping centers anchor this locally oriented shopping area, which is the most urban section of the City's commercial corridors. The Williamsburg Shopping Center was built by the Colonial Williamsburg Foundation in the 1950s to provide additional space for commercial growth in the area, and has been expanded several times. This full service shopping center contains two department stores and a supermarket, drug store, hardware store, bookstore, several restaurants and assorted retail and service uses. The Monticello Shopping Center on the opposite side of Monticello Avenue contains a variety of retail, service and restaurant uses, and a movie theater has been converted to a church. West of the shopping centers along Monticello Avenue are four medical office buildings that take advantage of the present location of Sentara Williamsburg Community Hospital. When the hospital relocates to York Country in Summer 2006 and the building is redeveloped by the College to house the School of Education and related uses, there will be opportunities for these buildings to be converted to other uses more suitable to the area, and additional zoning flexibility needs to be provided to encourage this redevelopment. Land across Richmond Road from the Williamsburg Shopping Center is used for compatible commercial uses, and also has potential for future redevelopment, as does the Southern Inn property fronting on the south side of Richmond Road just east of the shopping center.

Residential uses can also play an important part in the evolution of this urban area. Because this close in area is served by Williamsburg Area Transport, and has a wide variety of commercial services within walking distance, it is well situated to be a good location for multifamily housing, and particularly housing for senior citizens.

Recommendation. The General Commercial land use designation for this area should be continued, and the Office land use adjacent to the future William & Mary School of Education should be changed from Office land use to General Commercial land use in order to build upon the strength of this area – its close-in location, proximity to the College of William & Mary and the High Street Williamsburg area, and the potential for redevelopment of key parcels. This land use should be implemented by a revised B-3 General Business District, and the existing LB-4 Limited Business Corridor District along Monticello Avenue should be changed to B-3. For the B-3 District, uses such

as automobile dealerships, plant nurseries, carwashes, contractor's establishments, drug or alcohol treatment centers, fortune tellers and palm readers, miniature golf courses, and mini-storage warehouses should be eliminated as either permitted or special use permit uses. Residential uses in the B-3 District should be revised to require a special use permit for multifamily dwellings at the current density of 14 units/net acre, with 67% of the floor area of an individual building allowed to be used for residential uses. Multifamily dwellings used as housing for persons 55 years of age or older, as regulated by Sec. 36-96.7 of the Code of Virginia, should be allowed with a special use permit at a density of 22 dwelling units/net acre. *[The adjoining land in James City County along Treyburn Drive is designated as Low Density Residential land use and is zoned B-1 General Business District, PUD-R Planned Unit Development District, and R-2 General Residential District.]*

Richmond Road (Ironbound Road to Monticello Avenue)

This section of the Richmond Road corridor is a logical extension of the urban character of the Shopping Centers Area. When entering Williamsburg, a noticeably more urban character begins at Ironbound Road – buildings are closer together and closer to the street, and the predominant character defining feature of the street is buildings and sidewalks rather than parking lots. This urban character will be enhanced with the development of High Street Williamsburg, which will locate major buildings at the 15 foot setback line, with parking lots located behind most of the buildings. The existing sidewalks along Richmond Road will be supplemented with a comprehensive interior sidewalk system, reinforcing the pedestrian friendliness of this area, which is also served by Williamsburg Area Transport busses.

This area is designated by the 1998 Comprehensive Plan as General Commercial land use from Monticello Avenue to New Hope Road/Bypass Road, and as Corridor Commercial land use from this intersection to Ironbound Road. Except for the High Street Williamsburg property this area is now zoned B-3 General Business District. The High Street Williamsburg property, which is contiguous to Richmond Road, is zoned ED-2 Economic Development District, which has a character similar to that allowed by B-3 General Business zoning. There are two prime redevelopment parcels in this area. The first is a 3.2-acre area located at the corner of Richmond Road and Monticello Avenue, adjoining the CSX Railroad. The site contains two vacant parcels, an abandoned motel, and a vacant gasoline station, and will front on an improved Richmond Road. The second is the Governor Spottswood Motel property between the Holiday Inn Express and the Crown Station at the corner of Ironbound Road. Both of these properties are ideally situated for new commercial uses that will add to the vitality of the corridor.

Recommendation. The General Commercial land use for this corridor should be extended to Ironbound Road to promote a more unified urban commercial character for this section of Richmond Road, which will be implemented by the B-3 General Business District. As stated in the previous section, the permitted uses in the B-3 District should be modified to encourage this urban character. *[The adjoining land in York County across the CSX Railroad tracks is designated as General Business and Economic Opportunity land use and is zoned GB General Business District and EO Economic Opportunity District.]*

Richmond Road (west of Ironbound Road to the City Limits)

The western end of the Richmond Road commercial corridor, from Ironbound Road to the City Limits, has always been a tourist-orient business area. This section of Richmond Road contains eight hotels, 21 restaurants, one shopping center (Patriot Plaza) and various other commercial uses. This area was identified for major redevelopment opportunities by the 1998 Comprehensive Plan, and since that Plan was adopted, property was redeveloped for three new hotels (Hilton Gardens, Spring Hill Suites and Residence Inn), three new restaurants (Red, Hot and Blue, Chili's and Applebee's), a large Yankee Candle retail store, and a new automobile dealership (Williamsburg Chrysler-Jeep-Kia). Three out parcels around the Yankee Candle building are slated for future restaurant development. This redevelopment replaced three older large motels, and has substantially improved the long term commercial viability of this section of Richmond Road.

This western portion of the Richmond Road corridor is ideally situated between the Prime Outlets factory outlet center in James City County and the High Street Williamsburg project, and future redevelopment should take advantage of this location. The large concentration of restaurants makes this the premier dining corridor in the area, located in close proximity to the major commercial uses of Prime Outlets, Yankee Candle, High Street Williamsburg, Williamsburg Shopping Center and Monticello Shopping Center. The City, James City County and York County are consistent in recognizing this area as a major commercial corridor.

Recommendation. The existing Corridor Commercial land use should be continued for this area, which will be implemented by the existing B-2 Tourist Business District (recommended for renaming to Corridor Business District). [The adjoining land in James City County along Richmond Road is designated Neighborhood Commercial and Community Commercial land use, and is zoned B-1 General Business District. The adjoining land in York County between Richmond Road and the CSX Railroad is designated as General Business land use and is zoned GB General Business District.]

Mooretown Road

The Mooretown Road commercial area is separated from the rest of the City by the CSX Railroad, and is adjacent to property in James City County and York County. The residential uses in this area (five single-family rental dwellings and three multifamily rental dwellings) are nonconforming, and this property is suitable for redevelopment. Architectural review is required for this area, but is not required for the adjoining properties in the two counties, where nearby uses include a campground, two mini-storage warehouses, a brickyard, and a concrete plant.

Recommendation. The existing Corridor Commercial land use should be continued for this area, but the B-2 Tourist Business District (recommended for renaming to Corridor Business District) should be revised to allow more intensive uses such as mini-storage warehouses with a special use permit. Because of the existing character of the surrounding James City and York County land uses, the designation of this area as a Corridor Protection District, requiring review by the Architectural Review Board, should be eliminated. [The adjoining land in York County is designated Limited Industrial land use and is zoned Limited Business/General Business; the adjoining land in James City County is designated Limited Industry land use and is zoned M-1 Limited Business/Industrial District.]

Capitol Landing Road

The Capitol Landing Road commercial area from Bypass Road to Merrimac Trail developed when this area was one of the major entrances into the City, prior to the construction of Route 132 and Interstate 64. The major uses in this area are tourist-oriented business (seven hotels and three restaurants) and offices. After many years of relatively stable land use, there have been a number of new developments recently approved for the area – an office complex, a new hotel and an assisted living facility. This area has great potential for future development and redevelopment because of several key vacant properties and several older motels that are suitable for future redevelopment.

Recommendation. The existing Corridor Commercial land use should be continued, as well as Office land use on the west side of the Capitol Landing Road/Merrimac Trail intersection. An additional Office area (LB-4 Limited Business Corridor District) should be established north of the Woods Drive area - both Office designations will provides a transition area from Corridor Commercial land use to adjoining Low and Medium Density Residential land uses. The B-3 General Business District at the southeast corner of Capitol Landing Road and Merrimac Trail should be changed to B-2 Tourist Business District (recommended for renaming to Corridor Business District).

Second Street

Second Street and the adjoining Page Street commercial area have two major orientations – an “automobile commercial” area with one major dealership and six automobile-oriented business, as well as

a tourist-oriented area with four hotels and four restaurants. A major redevelopment opportunity exists at 301 Second Street and 320 Penniman Road, a portion of the former Williamsburg Motors business. This 5.3 acres parcel is located between Second Street and Penniman Road east of Patriot Buick-Pontiac-GMC.

Recommendation. The existing General Business land use should be changed to Corridor Commercial land use, which more clearly represents the character of this corridor. To implement this land use change, the existing B-3 General Business District zoning should be changed to B-2 Tourist Business District (recommended for renaming to Corridor Business District), and appropriate changes to the use regulations should be made to allow additional more intensive uses that were previously allowed in the B-3 District such as car washes and mini-storage warehouses with a special use permit. *[The adjoining land in York County along Route 143 is designated as General Business land use, and is zoned GB General Business District.]*

Penniman Road

The largely vacant area on the south side of Penniman Road east of Page Street and adjacent to the CSX Railroad tracks has been planned for commercial land use since 1968, but has never developed as a viable commercial area because of lack of visibility and access from both Page Street and Second Street. This area is largely vacant, with the most intensive uses being an 86 room hotel and three office buildings located near Page Street. This area adjoins the recommended Corridor Commercial area on Second Street while being within easy walking distance of the Center City area and the Colonial Williamsburg Historic Area. The majority of this area is being proposed for development as a 400-unit timeshare resort, taking advantage of its location adjacent to the Colonial Williamsburg Historic Area. For these reasons, this area should be considered as Corridor Commercial land use, except for a small existing mixed use area near the York County line, which should be considered for Mixed Use land use.

Recommendation. The existing General Commercial land use should be changed to Corridor Commercial land use, which will match the recommended Corridor Commercial land use for Second Street. To implement this land use change, the existing B-3 General Business District zoning should be changed to B-2 Tourist Business District (recommended for renaming to Corridor Business District) to correspond with the change proposed for Second Street. The existing mixed use area near the York County line (305, 315, 319, and 323A Penniman Road) should be designated as Mixed Use land use, implemented by a LB-2 Limited Business Neighborhood zoning district, designed so that the more intensive uses require a special use permit. Uses such as single family and duplex dwellings, banks, bake shops, hotels/motels/ timeshares with 10 or less rooms, museums/art galleries and offices would be allowed by right, and uses such as restaurants, retail stores, hotels/motels/timeshares with more than 10 rooms and multifamily dwellings would be allowed with a special use permit. *[The adjoining land in York County designated High Density Single Family Residential (3 units/acre), and is zoned R-13 High Density Single Family Residential.]*

York Street

York Street is primarily a tourist-oriented commercial area, including five hotels and two restaurants. This will serve as an important connecting route between the Center City area and the Quarterpath at Williamsburg development in the future.

Recommendation. The existing Corridor Commercial land use should be continued for this area, which is implemented by the B-2 Tourist Business District (recommended for renaming to Corridor Commercial District). *[The adjoining land located in James City County along Route 60 East is designated as Mixed Use land use in their Comprehensive Plan (suggested uses are commercial and office development with moderate density residential encouraged as a secondary use), and is zoned B-1 General Business District. The adjoining land in York County, across the CSX Railroad tracks, is designated High Density Single Family Residential land use (3 units/acre), and is zoned R-13 High Density Single Family Residential.]*

Quarterpath Road/Route 199 Intersection

An area with potential for economic development land use is located on the northwest corner of Quarterpath Road and Route 199. This location provides an opportunity for retail businesses to serve the shopping needs of Kingsmill residents as well as Route 199 commuters and future residents of Quarterpath at Williamsburg. In conjunction with the neighborhood commercial component of Quarterpath at Williamsburg, this 15-acre area will provide an appropriate location for a well planned commercial center. This area will be served by the improvements to the Quarterpath Road/Route 199 intersection that are being made for Quarterpath at Williamsburg.

Recommendation. The existing Corridor Commercial land use designation should be changed to the same Economic Development land use that exists on the east side of Quarterpath Road, to be implemented by the ED Economic Development District. [The adjoining land across Route 199, located in James City County, is designated Federal, State and County Land and Low Density Residential land use, and is zoned R-4, which is intended to permit development of large, cluster-type communities. The James City County Government Center is located directly across Route 199 from the City property.]

South Henry Street/Route 199 Intersection

A small office area is located just north of the South Henry Street and Route 199 intersection, adjoining the Colonial Parkway.

Recommendation. The existing Office land use designation should be continued, implemented by the existing LB-4 Limited Business Corridor District.

Brookwood Drive/Route 199 Intersection

A small office area is located at the southeast corner of the Brookwood Drive and Route 199 intersection, and is adjacent to Holly Hills and Holly Hills Carriage Homes.

Recommendation. The existing Office land use designation should be continued, implemented by the existing LB-4 Limited Business Corridor District. [The adjoining land across Route 199, located in James City County, is designated Low Density Residential land use, and is zoned R-5 Multi Family Residential District and R-8 Rural Residential District.]

Jamestown Road/Route 199 Intersection

A small commercial area is located at the corner of Jamestown Road and Route 199 intersection, primarily serving neighborhood shopping needs with businesses including a drug store, two banks, a convenience store.

Recommendation. The existing General Commercial land use on the northwest, southwest, and northeast southeast should be changed to Corridor Commercial, which matches the existing B-2 zoning. The existing Office land use designation on the southeast corner should be continued. The three acres of existing General Commercial land use that fronts on Mill Neck Road should be changed to Office land use, which is more compatible with the adjoining residential uses and the existing Office land use at the end of Mill Neck Road. To implement this land use change, the zoning designation for this parcel and the existing office building on the opposite side of Mill Neck Road adjacent to Route 199 should be changed to LB-4 Limited Business Corridor District. [The adjoining land in James City County is designated Low Density Residential, Moderate Density Residential, and Community Commercial land use, and is zoned B-1 General Business District and R-2 General Residential District.]

John Tyler Lane/Strawberry Plains Road

Three office areas are located along the John Tyler Lane and Strawberry Plains Road corridor. Governor Berkeley Professional Center was developed in the 1980s as a Planned Unit Development for professional offices, and the Mount Pleasant Professional Center was developed in 1981. The offices south of

Berkeley Middle School (150 and 156) were developed/redeveloped in 1991 and 2000. These areas are located close to both the Route 5 and Route 199 corridors, and near the emerging Monticello Avenue/Ironbound Road office area.

Recommendation. The existing Office land use should be continued for the Mount Pleasant and the Governor Berkeley Professional Centers. The existing Office land use south of Berkeley School should be changed to Mixed Use land use to match the designation of the City-owned land to the rear (because of the largely residential character of this area, it is discussed in *Chapter 8, Neighborhoods and Housing*. [The adjoining land in James City County is designated Low Density Residential and Moderate Density Residential land use. This land is zoned B-1 General Business District adjacent to the Mount Pleasant Professional Center and Governor Berkeley Professional Center, and B-1 General Business District, R-2 General Residential District and R-5 Multifamily Residential District at the Strawberry Plains/Ironbound Road intersection (Berkeley Middle School).]

Monticello Avenue/Ironbound Road Intersection

The northeast corner of Monticello Avenue and Ironbound Road is planned as one of the three future economic development areas in the City. Because of environmental constraints, future development is proposed only on the western edge of the property adjacent to Ironbound Road – the eastern edge of this developable area is defined by steep slopes, a tributary to College Creek, and an area defined by the 1994 Natural Areas Study prepared by the Virginia Department of Conservation and Recreation as an exemplary occurrence of a southern mixed hardwood forest, reported to be one of the best examples of such a natural community in all the Commonwealth. In addition to maintaining the existing vegetation on the sensitive environmental areas to the east, 75-foot greenbelt buffers should be maintained along both Monticello Avenue and Ironbound Road, and only a single vehicular access point should be allowed from each street. This 24 acre parcel is owned primarily by the College of William & Mary, and is located in College's North College Woods. The location of this property directly across Ironbound Road from the Williamsburg-James City County Courthouse and James City County's New Town development makes this an ideal location for office or research and development uses. The New Town area is designated by the county as Mixed Use land use with a Community Character Area designation, and the suggested principal uses are a mixture of commercial, office, and limited industrial with residential as a secondary use. The James City Comprehensive Plan states that the development in New Town should be governed by a detailed Master Plan which provides guidelines which complement the scale, architecture, and urban pattern found in the City of Williamsburg. The City should work with the College to market and develop the property into appropriate economic development uses that are compatible with New Town and will provide increased employment opportunities in the region. At a floor area ratio of 0.25, this site could support up to 260,000 square feet of new gross leasable space.

Recommendation. The existing Economic Development land use should be continued for this area, to be implemented by the ED Economic Development zoning district. [The adjoining land in James City County is designated Mixed Use land use with a Community Character Area designation, and the suggested principal uses are a mixture of commercial, office, and limited industrial with residential as a secondary use, and is zoned M-U Mixed Use District.]

Ironbound Road at Eastern State Corner

This 4-acre area is located west of the Wales Subdivision and borders Ironbound Road across from Eastern State Hospital, on the southeast corner of Ironbound Road and the Longhill Connector. Because this is a transitional area located between Eastern State Hospital and existing commercial development in James City County on the west side of Ironbound Road and the existing Wales Subdivision to the east, it is planned for a mixed-use development with a combination of commercial, office and residential uses. The small stream that forms a natural boundary along the eastern edge of the site will serve as a natural buffer between the future mixed-use development and the existing residential area. This use will be similar to, and compatible with, the recently developed Ironbound Square area directly to the south in James City County.

Recommendation. The existing Mixed-Use land use should be continued for this area, to be implemented by the LB-2 Limited Business Neighborhood District that is also proposed for Richmond Road between Brooks Street and the Williamsburg Shopping Center. A lot-by-lot development is not desirable for the site. Instead, the property should be designed as an integrated mixed-use project, and should not be rezoned until a suitable development plan has been submitted. *[The adjoining land in James City County is designated Federal, State and County Land (Eastern State property), Limited Industry (Tewning Road area), and Low Density Residential (Ironbound Square area) land use, and is zoned R-2 General Residential District (Eastern State property), M-1 Limited Business/Industrial District (Tewning Road area), M-U Mixed Use District (Ironbound Square area).]*

MAJOR MIXED-USE DEVELOPMENTS

High Street Williamsburg



High Street Williamsburg is located on 55 acres at Richmond and Ironbound Roads in an area first designated for Economic Development land use in the 1998 Comprehensive Plan. This project is located on a site proposed for Wal-Mart in 1992, which was denied by City Council and later purchased by the City. The project design has evolved over the years into a true mixed use project with a strong residential component, which will give this area a true urban ambiance.

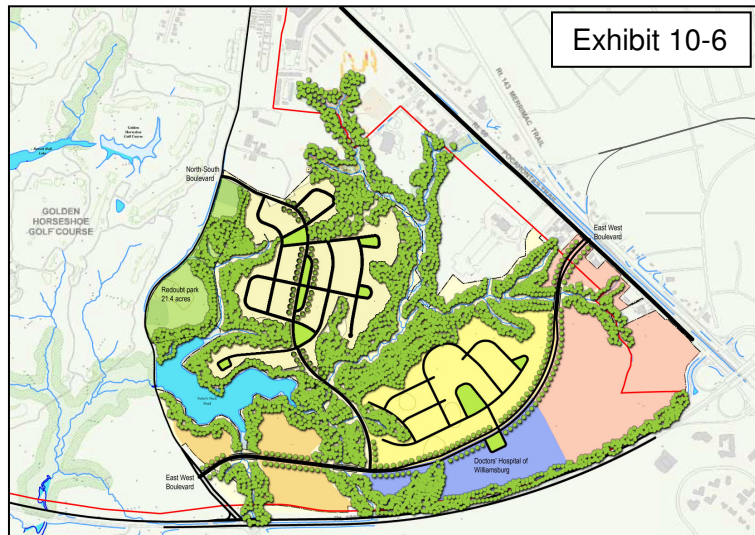
High Street Williamsburg will have a 2,100 seat multiplex cinema, five restaurants, and over 90,000 square feet of retail floor area. The major entrance will be from Richmond Road, with secondary entrances from Treyburn Drive and Ironbound Road. A parking terrace with 670 spaces will be constructed, supplemented by over 500 off-street parking spaces. The residential component will include 528 multifamily dwelling units (apartments, condominiums and townhouses) located primarily to the west of the commercial area, connected by an integrated pedestrian circulation system. A major stormwater management facility to control runoff and enhance water quality will be located on the southern end of the property, and will serve as both an environmental and visual amenity for the development. A trail system will be constructed around the pond, and the trails will extend west of Treyburn Drive along existing ravines. These features will protect the sensitive environmental features which are part of the City's Chesapeake Bay Preservation Areas, and will provide a natural counterpoint to the urban character of the High Street.

High Street Williamsburg will anchor this section of Richmond Road, drawing on area residents as well as visitors (approximately 3,500 hotel rooms are within a one mile radius of High Street). A residential density of 12 dwelling units/net acre will give this area an urban ambiance with accessibility to shopping and entertainment. The comprehensive pedestrian circulation system, composed of both sidewalks and trails, will connect High Street Williamsburg with existing residential areas to the north, west and east, and will also provide easy access from the College of William & Mary. This area will also be served by Williamsburg Area Transport, and bike lanes along Treyburn Drive which will provide connections to the regional bikeway system.

Recommendation. The existing Economic Development land use should be continued, implemented by the existing ED-2 Economic Development District which is intended to allow a mixture of commercial, entertainment, office and residential uses in a high quality mixed-use setting. To preserve the commercial component as the predominant land use, no more than 40% of the area of the ED-2 Economic Development District it is located in can be devoted exclusively to residential use. *[The adjoining land in James City County along Treyburn Drive is designated as Low Density Residential land use and is zoned R-2 General Residential District, PUD-R Planned Unit Development District, and B-1 General Business District.]*

Quarterpath at Williamsburg

Quarterpath at Williamsburg is a 358 acre mixed-use development proposed by Riverside Healthcare Association, located on the east side of Quarterpath Road between the Colonial Williamsburg Foundation Nursery and Quarterpath Road. This area is located on the largest tract of undeveloped land under a single ownership in the City, and was designated for Economic Development and Corridor Commercial land use in the 1989 and 1998 Comprehensive Plans. The conceptual plan for this project that was submitted with the rezoning request fulfills the 1998 Comprehensive Plan's recommendation that this area be developed as a comprehensively planned mixed-use community which protects the beauty of its sensitive environmental and historic areas, and contributes to the City's character by having a well designed mix of uses. The final details for Quarterpath at Williamsburg will be determined as the development and site plans are finalized, and will be governed by the applicable zoning regulations.



The non-residential component of the development consists of Doctors' Hospital of Williamsburg (up to 150 beds, and associated with a 120-bed nursing home and a 60-bed assisted living facility), 78,000 square feet of neighborhood retail near Quarterpath Road, and 495,000 square feet of destination retail adjacent to Route 60 East and accessed through land located in James City County that is designated as Mixed Use land use in their Comprehensive Plan (suggested uses are commercial and office development with moderate density residential encouraged as a secondary use). The residential component of Quarterpath at Williamsburg is discussed in detail in *Chapter 8, Neighborhoods and Housing*.

Major infrastructure improvements are needed as this area develops. Major improvements are needed to the Quarterpath Road/Route 199 intersection, and the quality of the landscape design should be at the same level as the Kingsmill entrance directly across Route 199 in James City County. A major east-west collector road that has been shown in the Comprehensive Plan since 1989 needs to be constructed, and a

major north-south collector road needs to be built to provide a connection between York Street and Route 199 without unduly impacting the residential development located north of Tutter's Neck Pond. Complete facilities for bicycles and pedestrians need to be provided, including the development of a continuous corridor between York Street and Route 199 which will provide connections to the Center City area as well as to adjacent development in James City County. Major utility improvements for water and sanitary sewer are needed, including a 1MGD elevated water storage tank on the eastern end of the property and one or more sanitary sewer pump stations connecting to the Hampton Roads Sanitation District Force Main along Route 199.

Most of the site is located in Chesapeake Bay Preservation Areas, and this development will require construction of new stormwater retention ponds and the preservation of substantial buffer areas throughout the project area. Since Route 199 is designated as a Greenbelt street, a 75 foot buffer will also be required along its length. Preserving these environmentally sensitive areas will be a benefit both to the environment and to character of this high quality development. In addition, 21.4 acres will be dedicated to the City as Redoubt Park along Quarterpath Road, preserving two Civil War redoubts that were part of Williamsburg's defensive perimeter.

Recommendation. The existing Economic Development land use along Route 199 should be continued, implemented by the existing ED Economic Development District which is intended to allow a mixture of commercial, entertainment, office and medical uses in a high quality, mixed-use setting, with residential allowed as a secondary use (no more than 40% of the area of the ED District can be devoted exclusively to residential use). *[The adjoining land to the east adjacent to Route 60, located in James City County, is designated Mixed Use land use, and is zoned B-1 General Business District. The adjoining land across Route 199, also located in James City County, is designated Mixed Use land use, and is zoned R-4, which is intended to permit development of large, cluster-type communities, R-8 Rural Residential District, and M-1 Limited Business/Industrial District.]*